

THE LAST ISSUE

In this final issue of 1983-84, *Education Week* includes a complete 16-page index to Volume III with more than 7,000 listings of articles recording the news and developments in American education over the past 12 months, from the 20th anniversary of *Abington v. Schempp* to proposals for youth service.

See Page 17.

THE FIRST ISSUE

Next week, an *Education Week* special report examines literacy and schooling—from reading, writing, and thinking to testing, tracking, and television, and including viewpoints provided by a panel of prominent educators.

See Issue 1, Vol. IV.

EDUCATION WEEK

American Education's Newspaper of Record

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JOHN PHILLIPS: CHE

Emerging Interest in Reasoning Skills Marks Meeting on 'Critical Thinking'

By Tom Mirga

CAMBRIDGE, MASS.—More than 600 educators—representing both precollegiate and postsecondary education, and academic disciplines as diverse as brain research and philosophy—met here last week to discuss means of reversing a 10-year decline in reasoning and problem-solving skills among the nation's students.

The conference, hosted by the Harvard Graduate School of Education, examined a key theme of several of the recent national reports on schooling—that schools have failed to train students to become active questioners and to approach problems in an analytic and systematic way. According to a number of participants,

the meeting represented the latest step in the evolution of a movement in education that promotes the adoption of "critical thinking" as a basic skill, along with reading, writing, and arithmetic.

So great was interest in the event, its organizers reported, that they had to turn away as many prospective participants as they accepted.

Nature of Thinking

"People used to believe that thinking ability was a kind of horsepower measured by I.Q.," said David N. Perkins Jr., an organizer of the conference and co-director of a Harvard-based project on the nature of thinking and its development. "We now see that thinking more as a

Continued on Page 10

Schooling To Cost \$240 Billion in 1984-85

By James Hertling

WASHINGTON—Americans will spend \$240 billion on education—from kindergarten through college—in the 1984-85 school year, 6 percent more than last year's total of \$226.5 billion, according to a draft version of the U. S. Education Department's annual "back-to-school" forecast.

At the same time, enrollment in schools and colleges will continue to decrease, dipping to 56.3 million from 56.7 million last year and 57.1 million the year before. According to the forecast, schools and colleges will employ 3.1 million people as teachers and another 300,000 as administrators and instructional support staff this year.

"Education in the fall of 1984 will be the primary activity of approximately 59.7 million Americans," said the report, which was prepared by the National Center for Education Statistics. "In a nation with a population of nearly 237 million Americans, more than one out of every four persons will be direct participants in the education process."

The figures come from a draft version of the forecast, which was scheduled for a Sept. 2 release but was reported in the press Aug. 19. The N.C.E.S. compiles and analyzes data collected from state departments of education.

Spending on Schools

Americans will spend \$134.5 billion on elementary and secondary education in the coming year, a 6-percent increase from last year's \$127 billion.

Because of a change in the N.C.E.S.'s calculation methods this year, total expenditures for private primary and secondary education are predicted to fall sharply to \$10 billion—7 percent of the total cost of elementary and secondary education—from

Continued on Page 12



Geraldine A. Ferraro and Albert Shanker addressing the A.F.T.'s annual convention last week. Ms. Ferraro is a former A.F.T. member.

Shanker Urges A.F.T. To Move Against Incompetent Teachers

By Cindy Currence

WASHINGTON—Teachers must "take control" of their profession, including taking responsibility for "removing people who shouldn't be in [teaching]," Albert Shanker, president of the American Federation of Teachers, told A.F.T. members last week at the union's 68th annual convention.

Mr. Shanker proposed that members seriously consider a controversial peer-review program in which teachers rate the performance of other teachers.

"If we are not going to be bossed around by somebody else, then the bossing and the deciding will have to be done by us," he said.

Recognizing Excellence

He pointed to a program in Toledo, Ohio, in which "there is recognition that some teachers are excellent, some are very good, some are good, and some are terrible."

Teachers in the Toledo school system, identified by their peers as "outstanding," are trained to assist probationary teachers in an internship program, Mr. Shanker ex-

plained. The "mentor" teachers then play a significant role in making decisions about which probationary teachers should be granted tenure.

The A.F.T. president characterized the program as "very unusual," but maintained that such peer evaluations are common in other professions.

"If we are talking about... gaining some control of our own profession, then one of the things we will have to enter into is the kind of program that Toledo has," Mr. Shanker told the 3,000 teachers gathered for his opening remarks.

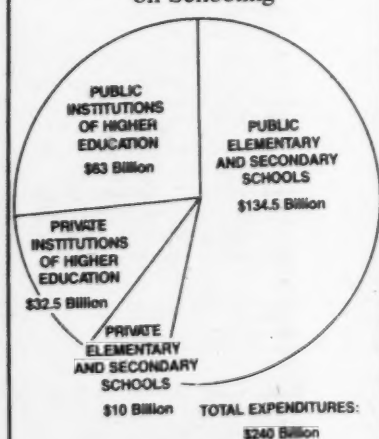
An Unpopular Stance

Although around the convention hall delegates applauded and nodded in agreement with Mr. Shanker's remarks related to control of the profession by teachers, the A.F.T. president said he expected his proposal for peer review to be as unpopular as collective bargaining was to teachers 20 or 30 years ago.

"In those days," he said, "it was impossi-

Continued on Page 12

What America Spends on Schooling



Source: Estimates of the National Center for Education Statistics.

IN SUMMARY

A Plan in Denver

A federal judge has approved a broad bilingual-education plan for the city's schools that participants say is "significant" and could be a model for other districts. **Story on Page 5.**

An Asbestos Bill in California

In what may be the first such state effort, the legislature has voted to provide \$45 million to help school districts offset the costs of removing or encapsulating asbestos. **Story on Page 6.**

A Dispute Over Computers

A New Hampshire legislator has asked a judge to prevent the governor from moving ahead with a multi-million-dollar plan to put computers in every classroom. **Story on Page 6.**

Requiring Service in Atlanta

Beginning this fall, the school district will become one of the first in the nation to require its high-school students to perform unpaid community service before they graduate. **Story on Page 7.**

Help for the Guidance Counselor

Concerned that too many students choose the "wrong" college, a group of school and college officials has launched a national project to improve counseling in high schools. **Story on Page 7.**

The Top of the Class

The states have nominated their finalists for the Presidential Award for Excellence in Science and Mathematics Teaching, and two winners will be selected this week. **Story on Page 9.**

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THE WEEK

NATIONAL

Women's Group Sues Insurer Over Sex-Based Rates

The National Organization for Women this month filed a \$2-million class action against the nation's largest provider of individual health and disability insurance, alleging that the firm illegally overcharged women for health coverage based on sex-based actuarial tables.

Lawyers for the organization say the outcome of the suit could affect insurance costs for women workers nationwide. The U. S. Supreme Court ruled last year, in *Arizona v. Norris*, that federal anti-discrimination

laws prohibit the use of sex-based mortality tables in pension programs.

The now suit, filed on Aug. 17 in Superior Court for the District of Columbia against Mutual of Omaha, names as plaintiffs now's 200,000 members, two individual women, and all women who reside or work in Washington, according to Marsha Levick, legal director of the now Legal Defense and Education Fund.

The women's organization claims in the suit that a local law bars gender discrimination in the sale of products such as insurance. Three additional suits are expected to be filed in the next year in states that have similar laws, according to Ms. Levick.

The now action follows the defeat earlier this year in the Congress of a bill requiring nondiscrimination in insurance rates. Mutual of Omaha lobbied actively against that bill, according to Ms. Levick.

According to now figures, women typically pay \$16,000 more than men over their lifetimes for automobile, health, disability, and life insurance.

Mutual of Omaha officials said last week that now's action is unfair because it singles out their company for an industrywide practice. "We do not feel that the lawsuit filed by now has any foundation because Mutual of Omaha does not arbitrarily charge women more than men for the same product," said Thomas O'Connor, a spokesman for the insurance company. "Basically, it's a suit against the industry, not just Mutual."

"It is true that we do charge women higher rates than men at some ages for certain health coverages," he added. "It's also true that we charge women lower rates at many ages and coverages, including health insurance."

STATES

Florida Approves Transcript Rule

Gov. Robert Graham of Florida and his Cabinet last week approved a rule that would require state universities and junior colleges to send transcripts of freshman grades to school superintendents so they can gauge the progress of their recent graduates.

Commissioner of Education Ralph Turlington had asked Governor Graham and the Cabinet, which also serves as the state board of education, to adopt the rule requiring "postsecondary feedback of student information to high schools" so the schools can better prepare their students for postsecondary training, according to Tim Callahan, an aide to the commissioner.

"Based on this information, high schools will be able to make needed changes in academic programs," Mr. Callahan said.

Under the new rule, which is scheduled to go into effect March 1, colleges must also send to superintendents and the Governor's Cabinet data on how many of their students are placed in compensatory or remedial programs. The aim is to improve educators' and policymakers' understanding of what the students failed to learn in high schools.

Costs for compiling and mailing the transcripts will be assumed by the State Board of Community Colleges and the State Board of Regents, Mr. Callahan said.

Alabama Group Set To Study Minority Concerns

Responding to a growing number of complaints from around the

state that black students are not receiving equal treatment in schools, the Alabama branch of the N.A.A.C.P. has established a task force to investigate the problem, according to Lillian Jackson, chairman of the task force.

"We are going to conduct a survey statewide to determine exactly what the status is in Alabama, in terms of equity," she said, adding that in the reform movement's pursuit of excellence, "there still must be equity."

Charges made by N.A.A.C.P. chapters around the state, she said, include: that some black students have not received adequate remediation after performing poorly on standardized tests; that there is growing concern about students who might not pass the state's new graduation exit exam; and that a gap exists between the quality of teachers in predominantly black schools and that in white schools.

The panel, Ms. Jackson said, will comprise about 10 people—mainly educators—but its membership has yet to be finalized.

The panel will join local branches of the organization in working with problem school districts but will also take "appropriate" action where it may be necessary, according to Ms. Jackson.

Special-Ed. Rules In New Jersey Bring Public Suit

The New Jersey Public Advocate's Office, a watchdog agency in the state's executive branch, has brought suit against the state department of education, claiming that new department regulations will reduce the number of preschool children eligible for special-education programs.

The new rules stem from a 1983 state law requiring school districts to identify and provide special-education services for preschool children from birth to age 5 who may have developmental problems.

The public advocate's office argues, said Assistant Deputy Public Advocate Linda Peres, that the regulations, adopted in July, define handicapping conditions too narrowly and thus are inconsistent with the federal and state special-education laws.

Under the state law, preschool handicapped children are eligible for enrollment in a special-education program if their parents and school officials feel they would benefit "by special-education programs and services which may prevent their handicap from becoming more debilitating."

But under the education department's rules, the parent of a preschool handicapped child would have to prove that the child has a handicapping condition that "seriously impairs his or her functioning and has a high predictability of seriously impairing normal educational development," Ms. Peres said.

"If a child has a speech impairment, it would not necessarily be a serious condition, but the child still may benefit from special education," Ms. Peres commented.

As of December 1983, there were 3,200 preschool children in the programs around the state, according to education department figures.

The suit, filed Aug. 10 in the appellate division of State Superior Court, requests that the education agency strike those portions of the regulations that the advocate's office feels are inadequate, Ms. Peres said.

Jeffrey Osowski, director of the agency's division of special education, said he could not comment on the suit while it is in litigation.

Oregon Voters Reject Levies

Oregon voters in 14 of the 23 districts that held levy elections this month rejected increased taxes for public schools.

"I don't think [the levy results] reflect disillusionment with the

Sources of Revenue for Public School Support

Revenues for public elementary and secondary education by revenue source: United States, selected years
(Amounts in millions of dollars)

Year	Total amount	Source					
		Federal		State		Local	
		Amount	Percent	Amount	Percent	Amount	Percent
1919-20	\$ 970	\$ 2	0.3	\$ 160	16.5	\$ 808	83.2
1929-30	2,069	7	0.4	354	16.9	1,728	82.7
1939-40	2,261	40	1.8	684	30.3	1,536	68.0
1949-50	5,437	156	2.9	2,166	39.6	3,116	57.3
1959-60	14,747	652	4.4	5,768	39.1	8,327	56.5
1965-66	25,357	1,997	7.9	9,920	39.1	13,440	53.0
1967-68	31,903	2,806	8.8	12,276	38.5	16,821	52.7
1969-70	40,267	3,220	8.0	16,063	39.9	20,985	52.1
1971-72	50,004	4,468	8.9	19,133	38.3	26,402	52.8
1973-74	58,231	4,930	8.5	24,113	41.4	29,187	50.1
1975-76	71,206	6,318	8.9	31,776	44.6	33,112	46.5
1977-78	81,443	7,694	9.4	35,013	43.0	38,736	47.6
1979-80	96,881	9,504	9.8	45,349	46.8	42,029	43.4
1981-82	110,587	8,249	7.5	52,587	47.5	49,750	45.0

Notes: Amounts may not add to totals because of rounding. Percents were calculated from unrounded totals and amounts. Amounts are in current dollars.

Source: U.S. Education Department, National Center for Education Statistics, *Statistics of State School Systems, 1919-20 through 1975-76; Revenues and Expenditures for Public Elementary and Secondary Schools, 1977-78 through 1979-80*. Unpublished data for 1981-82.

schools," said Jan Ryan, assistant superintendent of public instruction. "I think it's a pocketbook issue," she said, noting Oregonians' resistance to higher taxes and the decline in state support for public schools.

In addition, Ms. Ryan noted that August is generally not the best time to hold levy elections for school funding because people are on vacation and school is not in session.

Lacking approval to raise levies, 57 other districts currently do not have the funds to balance their budgets, Ms. Ryan said. Under Oregon law, if a district does not have enough money to operate, it must ask voters to approve funding outside the regular tax base.

Many of those 57 districts, as well as the 14 districts that did not approve levies this month, are expected to submit levy proposals to voters on Sept. 18.

Kentucky Study Points to Decline In Black Teachers

Kentucky's efforts to increase the number of black teachers in its schools have failed in the 30 years since the U. S. Supreme Court's decision in *Brown v. Board of Education*, asserts a report by the Kentucky Commission on Human Rights.

The state's public schools have proportionately fewer black teachers now than in 1954, according to the report issued this month.

In 1954, 6.8 percent of Kentucky's teachers were black; today, 4.5 percent—1,462 of the total teaching force of 32,608—are black, the report says. The number of black teachers has increased by 181 since 1954, but the increase "has not grown commensurate with" the number of white teachers or black students, said Galen Martin, executive director of the commission.

"Local school superintendents are simply not doing enough," to attract and keep black teachers, he said.

Of the state's 648,000 public-school students, 9 percent, or 58,000, are black. The commission cited the "black teacher gap"—the number needed to balance the percentage of black students and teachers—as evidence of the problem, according to Mr. Martin. "We ought to have 3,100 [black teachers] for parity," he said.

State officials have not yet re-

sponded to the report, because Kentucky's superintendent of schools, Alice McDonald, has been out of the state, according to an education department spokesman.

The commission recommended that local officials take six steps to recruit more black teachers: institute affirmative-action plans with quotas and timetables; allow greater opportunity for blacks to gain higher-level positions, such as principal, coach, or counselor; encourage black college graduates to return to their high-school alma maters as teachers; provide standardized criteria for evaluating professional staff members; maintain regular contact with local minority-affiliated organizations; and make use of an annual statewide guide to black college graduates published by the commission.

Local school districts typically make their own personnel decisions without an "organized, systematic effort" by the state to help the local districts locate black candidates, said Mr. Martin. The report suggested that the state department of education establish a registry of potential teachers.

Massachusetts Gives Districts \$15 Million In Emergency Aid

Twenty-one Massachusetts school districts that have faced severe financial trouble in the last school year will share a one-time local-aid grant of \$15 million appropriated this month by the state legislature.

Terry Zoulas, a spokesman for the Massachusetts Department of Education, said that although 21 school districts were known to be in severe financial trouble, the dilemma of the Lynn School District, north of Boston, sparked the need for the emergency aid.

Officials of the district had warned last April that they would have to close schools early because they were running out of funds to operate. But the Massachusetts Board of Education took the district to court, arguing that it was required by law to finish the school year. In May, the Massachusetts Superior Court ruled in favor of the board, Mr. Zoulas said.

Lynn managed to stay open for the rest of the school year by borrowing from next year's school-aid payment, Mr. Zoulas said.

Gov. Michael Dukakis proposed

the emergency-aid plan. The 21 school districts among the state's 438 that proved their "extreme" financial need are the recipients, according to Mr. Zoulas.

He said the financial problems stem from Proposition 2½, the tax-reduction measure enacted in 1980 that limited the amount of property tax that could be levied in all communities.

According to Mr. Zoulas, Massachusetts schools receive about 60 percent of their financing from property taxes. School districts such as Lynn that are "property poor" suffered the most from the tax cuts, he said.

Texas Teachers Say Education Agency Is Obstructing Reforms

The Texas State Teachers Association has decided to take the Texas Education Agency to court to prevent what its officials argue is the

setting of "a bad precedent" in the application of newly enacted education reforms affecting teachers.

The state-court action alleges that education officials misinterpreted one new law in allowing the Dallas Independent School District to schedule teacher-preparation days at a time other than that mandated.

If such misinterpretation is allowed to continue, the suit maintains, other school reforms enacted by the legislature in its special session this summer may not be implemented correctly, according to Karen L. Johnson, legal counsel for the teachers' association. "In principle, it sets a bad precedent," she said.

The state's 1975 education code was revised during the legislature's recent special session on education, Ms. Johnson said, to include the requirement that teachers be given two days "immediately preceding" the start of the school year to prepare their classwork.

The state agency, according to the suit, allowed Dallas officials to schedule preparation time on various days this week instead of in the final two days before the beginning of classes next week.

The suit, filed earlier this month in Travis County State Court, sought a temporary restraining order to prevent Dallas from making the scheduling decision. That request was denied; the teachers' union is scheduled to return to court next week to seek a ruling on the law's interpretation, Ms. Johnson said.

The suit may be amended at a later date to include charges regarding other reforms that Ms. Johnson said may also have been misinterpreted by state officials, including salary provisions and teacher-preparation time during the school day.

Connecticut Panel To Study Raising Teachers' Salaries

Gov. William O'Neill of Connecticut has appointed a blue-ribbon

commission to look into the possibility of increasing teachers' salaries in the state.

The 15-member panel is scheduled to offer an interim report in December and a final study in June 1985.

Lise Heintz, a spokesman for the State Department of Education, said the commission will update and act on suggestions made by a previous gubernatorial panel, which issued a report last September.

That commission recommended that salaries for teachers in the state be raised "to come more in line with salaries for other professions," Ms. Heintz said.

The task force also suggested that salaries should be equalized around the state and that outstanding teachers should be recognized, but it did not offer specific suggestions on how the recommendations could be carried out.

Starting salaries for Connecticut teachers range from about \$11,000 to \$13,000, according to the commission, while the average starting salary for graduates with a bachelor's degree in the humanities is \$15,396.

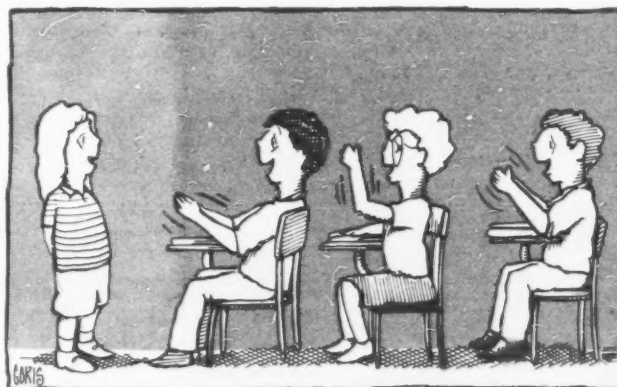
Salaries in Connecticut are determined by local school districts; the state does not regulate the minimum level.

Robert Eagan, president of the 26,000-member Connecticut Education Association, an affiliate of the National Education Association, said salaries range from a minimum of \$11,740 and a maximum of \$25,993 in Windham County, to a minimum of \$13,009 and a maximum of \$36,222 in Fairfield County.

Mr. Eagan said some local unions have expressed concern about the lack of teacher representation on the panel. The commission is composed of legislators, businessmen, and one teacher, LeRoy Hay, the 1983 national Teacher of the Year.

Mr. Eagan said the C.E.A. is suggesting that panel members spend a week with a teacher, going to classes, helping grade papers, and even participating in the supervision of the lunchroom and lavatories.

Friends, Romans, and Assertiveness Trainees ...!



Consider the doormat. The pupils in John L. Hart's 3rd-grade test group in the Tulare County, Calif., public schools did.

First, they considered how everybody walks all over the doormat. Then they thought about people who walk over other people, about bullies and their personalities and how they make other people feel bad.

The moral? One does not have to be either a doormat or a bully, the class concluded. Instead, it is better to state your wishes clearly and stand your ground without walking over others or being walked over.

Mr. Hart, a former college baseball-star-turned-therapist, calls this "grade-school assertiveness training."

For his Ph. D. dissertation at the University of Southern California, Mr. Hart developed a "mental fitness" program for the young, which he also tested with a class of Tulare high-school students.

As aerobics and calisthenics help youngsters get in shape to meet physical challenges, Mr. Hart maintains, exercises for the mind can help them get in shape for the psychological hurdles of life.

"The basic idea is to apply the lessons of sports to mental health," Mr. Hart explains. "Sports helped me change that fearful predilection [to be shy and awkward] and develop self-confidence."

Here's a sample game plan. Before putting the pupils through their psychological exercises, Mr. Hart, as "coach," instills team spirit by demonstrating what he calls the "home-court advantage." Each child is asked to stand in front of a group of students and state his or her name and favorite hobby. Then the child is asked to repeat the exercise, only this time the group is told to cheer and clap.

The students, Mr. Hart says, realize that it feels much better to speak out "when other people are on your side and rooting for you."

With that lesson in mind, students are put through a series of exercises in which they find out how their body language and the loudness or softness of their voices work together to help them achieve their communication goals.

In other exercises, students practice the best ways of making friends; of expressing themselves during difficult moments; and of overcoming stress through relaxation and positive-imagery techniques.

Shanker Calls on A.F.T. To Move Against Incompetent Teachers

Continued from Page 1

ble to convince teachers that they needed the union or that unionism was appropriate for them."

Officials at both the A.F.T., which counts 600,000 members, and the National Education Association, which reports 1.7 million, have expressed skepticism of peer-review proposals in the past.

In a recent survey of teachers' opinions sponsored by the Metropolitan Life Insurance Company, al-

most 30 percent of those surveyed said they "would not be very willing" or "would not be willing at all" to be evaluated by a committee of teachers in their school. About 90 percent said that they would be "very willing" or "somewhat willing" to have school administrators evaluate their overall performance. (See *Education Week*, Aug. 22, 1984.)

Conflict of Interest

"I know I am sticking my neck

out," Mr. Shanker said, adding that he realizes there are inherent conflicts in a system of peer review in which union members evaluate other union members.

The evaluation system raises serious questions, he said, such as: "How can you get teachers who are members of the union involved in saying that somebody shouldn't be retained as a teacher?" and "Isn't it the union's job to protect and defend and provide due process?"

But these are problems that must

be resolved if teaching is to enter an "era of professionalism," he said.

In addition to taking control of the evaluation process, Mr. Shanker also advocated active teacher involvement in the spectrum of current reforms—from textbook selection to development of curricula.

He cautioned A.F.T. members that if they did not take control of the "excellence-in-education" movement, the result would be "more rules, more regulations, and oppressive supervision" imposed by state and local governments.

The A.F.T. will create a commission on the Future of Education to examine the problems in professionalizing teaching, Mr. Shanker said.

Political Action

In his opening address, Mr. Shanker also touched on the subject of the union's recent political activities and congratulated union members on their strong participation in the Democratic primaries.

"Ours was the largest single A.F.L.-C.I.O. union delegation to the Democratic [convention]," he said.

Because the campaign will be "decided by dollars," he encouraged every A.F.T. member to make contributions to the Presidential campaign of Walter F. Mondale and said that the union intended to provide the campaign with "the maximum amount of money." Leaders of A.F.T.

locals also spoke on several occasions about the importance of getting people registered to vote, and several workshop sessions were devoted to voter-registration strategies.

Ferraro Comes Home

Later in the week, moments prior to an address by U.S. Representative Geraldine A. Ferraro, union members voted overwhelmingly to adopt a resolution endorsing the Mondale/Ferraro ticket. The A.F.T. had endorsed Mr. Mondale's candidacy last fall. (See *Education Week*, Nov. 2, 1984.)

Representative Ferraro thanked the delegates for their support and enthusiastic greeting and told the audience that she felt as though she had "come home."

The Vice Presidential candidate, a former teacher and A.F.T. member, outlined the basic points of Mr. Mondale's plan for educational improvement. (See *Education Week*, Feb. 22, 1984.)

She called for raising the quality and prestige of teaching with better pay and for the establishment of a national fund to encourage excellence in the profession.

A Mondale Administration also would provide more support for graduate education and would ensure appropriate levels of funding for bilingual- and handicapped-education programs, she said.

Resolutions From the A.F.T. Annual Convention

The following summarizes resolutions relating to elementary and secondary schools adopted by the American Federation of Teachers at its 68th annual convention in Washington, last week.

Teacher Preparation: Reaffirmed its commitment to professional studies, internships, and subject-matter mastery as the prerequisites to teacher certification. The union also denounced attempts to eliminate or compromise requirements and to "de-professionalize" teaching.

Attracting Excellent Teachers: Endorsed scholarships and forgivable loans as ways of attracting able candidates. It also proposed standards that would require teacher candidates to show competence in critical reading and in oral and written expression before final admission to a teacher-education program, and which would require candidates to have academic grade-point averages higher than general university requirements.

Recruitment of Teachers: Called for joint governmental and business ventures to provide college scholarships for prospective teachers. It also urged that salaries of entry-level teachers be raised to a level that is competitive with top-echelon college graduates.

Teacher Evaluation: Strongly opposed state and federal infringement on the evaluation of teachers in local schools.

Collective Bargaining for State and Local Public Workers: Called upon the Congress to adopt legislation setting minimum standards for state and local governments in regard to collective bargaining, and pledged to work for statutory protection of the right of state and local public employees to bargain collectively.

Right To Strike: Advocated the enactment of legislation to give public employees the right to strike.

Class Size: Urged federal-aid formulas that reward districts with lower class sizes and called for the union's officers to launch a public-information campaign on the benefits of smaller classes.

Reauthorization of the Vocational Education Act: Called for an increase in funding; substantial set-asides to each state to provide services for disadvantaged, handicapped, and other underserved groups of students; a mandate that at least 85 percent of the funds allocated to each state must be made available for services at the local level; a requirement that funds be distributed within each state according to a formula that assures that funds are concentrated in areas of greatest need; and a requirement that states be fully accountable for how their allocations of federal funds are distributed or otherwise used.

Foreign-Language Instruction: Endorsed the concept of foreign-language instruction in the curriculum at all educational levels.

Discouraging Dropouts: Pledged to seek expansion of state and federal funds for remedial education and to work for high-quality occupational education programs.

Urban Schools: Supported changes in state school-finance programs to assist urban school districts with their special problems, including provisions in school-funding formulas; improvements in the salary and working conditions of classroom teachers; and changes in school management that would make public schools more efficient and effective.

Early-Childhood Education:

Pledged to increase its legislative efforts to make early-childhood education universally available to all children under "the presumed, prime sponsorship of the public schools."

Child Abuse and Neglect: Voted to work with state federations and locals and with community organizations to help prevent child abuse.

Title IX: Urged the Congress to adopt legislation that will overturn the U.S. Supreme Court's recent *Grove City College* decision and re-establish Title IX protections throughout all institutions that accept federal funds.

Schooling Costs To Total \$240 Billion in 1984-85

Continued from Page 1

\$16.3 billion last year, according to the report. The drop reflects the fact that the N.C.E.S. this year did not count the value of services performed by low-paid or volunteer teachers, said Vance Grant, head of the agency's statistical information office.

Spending by private colleges and universities will rise to \$32.5 billion from \$30 billion last year; similarly, the report says, spending by public institutions of higher learning are expected to increase from \$59 billion to \$63 billion.

The federal share of education spending is expected to fall by 1 percent, to 8 percent of the total in the coming year.

States, according to the draft report, will pick up the slack, accounting for 40 percent of the \$240-billion total, up from 39 percent of total education spending last year.

This year, as was true last year, local governments will account for 24 percent of the total; 28 percent will come from miscellaneous sources, including tuition and fees, endowments earnings, and private gifts and grants.

Mixed Enrollment Trends

Enrollments in elementary schools are expected to fall by 375,000, to 30.25 million this year, according to the N.C.E.S. But after 1985, the number of K-8 students is expected to increase.

High-school enrollments, however, which the agency expects to rise by about 100,000 students in 1984-85, will fall thereafter and throughout the 1980's, "as the 14- to 17-year-old population continues to decrease," according to the report.

The college population will fall

slightly in 1984-85, from a near-record 12.4 million last year to 12.3 million. Although high-school enrollments will be directly affected by the demographic situation, college enrollments, says the N.C.E.S., "will remain relatively high because of the increased attendance of older students, part-time students, women, and minority groups."

The number of graduates of public and private high schools is expected to continue to fall this year to around 2.7 million from 2.74 million last year. In the spring of 1983, notes the N.C.E.S., high schools graduated 2.8 million students; the all-time high was 3.1 million in 1977.

The agency expects the number of

elementary and secondary teachers to hold steady at 2.4 million this year—2.1 million in public schools and 300,000 in private schools. But the number of college professors and instructors will fall by 10,000 to a total of 700,000, the report predicts.

It estimates that colleges and universities this academic year will award 960,000 bachelor's degrees; 295,000 master's degrees; 33,000 doctorates; and 74,000 first professional degrees. The total of the first three degrees awarded, continuing a recent trend, will be down slightly, according to the N.C.E.S., but the number of first professional degrees awarded is expected to hit a new high in 1984-85.

School-College Partnerships Cited

Continued from Page 9

the Rhode Island Urban Project, and a consortium of 10 corporations to improve postsecondary educational opportunities for minority students. The University-School-Business Compact features activities in five high-school magnet programs and in mathematics, science, and pre-engineering.

Contact Marcia Marker Feld, Urban Field Center, University of Rhode Island, 22 Hayes St., Providence, R. I. 02908.

In 1982, Edward J. Bloustein, president of Rutgers, The State University of New Jersey, initiated Public Responsibility for Educational Success, a two-year campaign to encourage broad community support for elementary and secondary schools.

The program will attempt to orga-

nize a network of statewide, regional, and local organizations concerned with public education and to encourage local initiatives to support school-improvement efforts.

Contact Jose Ann Steinbock, Public Information, Rutgers, The State University of New Jersey, New Brunswick, N. J. 08903.

Yale University and the New Haven Public Schools founded the Yale-New Haven Teachers Institute in 1978 to improve science and humanities teaching and learning in the schools and to produce high-quality curriculum materials pertinent to students' needs. Since that time, approximately 500 teachers have worked with Yale faculty as Institute Fellows.

Contact A. Bartlett Giamatti, President, Yale University, 53 Wall St., New Haven, Conn. 06520.

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Every school, readers have told us, should have one subscription that is readily available to teachers and administrators so they can keep up with news and developments in their profession.

You can use one of the order cards on page 11 of this issue.

MEETINGS & EVENTS

To help you plan your schedule for the coming academic year, *Education Week* will include in next week's issue a pullout calendar of professional meetings and events for the 1983-84 school year, listed by date and by sponsor.

See Issue 2, Vol. IV.

LITERACY & SCHOOLING

From coast to coast, educators are being asked to reach for academic excellence and to raise the level of literacy of all students. A 72-page special report in this issue examines aspects of the challenge those goals pose for teachers, students, and policymakers. It includes reports on reading, writing, and thinking; on teaching, tracking, testing, textbooks, and television. And a panel of prominent educators provides viewpoints on these and other issues.

Begins Opposite Page 8.

EDUCATION WEEK

American Education's Newspaper of Record

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Teacher Licensing Is In Disarray, Study Contends Recommends Imposition Of National Standards

By Cindy Currence

WASHINGTON—States' teacher-certification procedures are "a mess" and should be replaced with national certification standards, a Washington-based researcher has charged.

"The numbers of different types of certificates and what is required to get one within a state, much less nationwide, are staggering," writes C. Emily Feistritzer in "The Making of a Teacher," a report containing the findings of a 50-state survey of teacher education and certification.

The survey, released last week, was conducted by Ms. Feistritzer, who is the director of the National Center for Education Information, a private publishing firm that issued the report and also publishes several newsletters in education.

"A person could meet all the requirements for a license to teach every elementary grade in one state and only certain grades in another state," Ms. Feistritzer writes, "...and some states give broad certificates that allow a person to teach several different grades and subjects, while other states give certificates that are very specific concerning which grades and what subjects can be taught."

The survey also revealed that:

- Forty-eight states and the District of Columbia include graduation from an "ap-

Continued on Page 12

Reagan Says Teacher To Be First Space Passenger

By Tom Mirga

WASHINGTON—President Reagan, in a move he said was designed to exemplify the importance of education in America, announced last week that an elementary- or secondary-school teacher would be the first private citizen to fly on a space-shuttle mission.

"When the shuttle lifts off, all of America will be reminded of the crucial role teachers and education play in the life of our nation," the President said during award ceremonies here for the 262 winners of the Secondary School Recognition Program. "I can't think of a better lesson for our children and our country."

According to the National Aeronautics

and Space Administration, which will conduct the search for the nation's first citizen-astronaut, specific qualifications and requirements for applicants for the shuttle program will be released in early October. The teacher will fly on a mission in late 1985 or early 1986 and will be expected to take a year-long leave of absence after the flight to visit schools, talk at workshops, and appear on radio and television programs.

Minimum Criteria

The space agency has already announced that, at a minimum, applicants must be full-time teachers, citizens of the United States, and free from debilitating disease. A panel of educators appointed by NASA offi-

cials will pare down the field of applicants first to about 100 and then to 10. An internal NASA selection committee will then narrow the field of applicants to five, and finally to a prime candidate and a backup.

The two teachers will then undergo eight weeks of training at the Johnson Space Flight Center in Houston.

NASA warned that it is not accepting applications at this time, adding that any applications received before "specific flight opportunities are announced" will not be accepted.

Challenge to Educators

Later in his speech, which the White House described as a "major policy address

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PAUL HOFFFROB: NYT PICTURES



President Reagan met last week with Washington, D.C., students

Reform Activists Forging New Strategies

Ad Hoc Group Drafting A Manifesto on Agenda

By Thomas Toch

An ad hoc and bipartisan group of 40 prominent educators, scholars, and lawmakers is drafting a manifesto intended to "sustain the quest for educational excellence" and add "important new items to local and national educational agendas."

The group plans to release the statement by early November, "to coincide with that period of introspection, imagination, rethinking, and analysis that characteristically follows a Presidential election," ac-

Continued on Page 12

Idea of Citizen's Lobby Is Weighed by Governors

By Thomas Toch

Two governors, Lamar Alexander of Tennessee and Bruce E. Babbitt of Arizona, are exploring the possibility of founding a national citizens' lobby that would work "to keep education reform on the front burner," according to their spokesmen.

"They have met several times to discuss the creation of an organization [to provide national leadership in education] and they want to get it off the ground this fall," said James West, an aide to Governor Babbitt.

Mr. Babbitt, a Democrat, and Mr. Alexander, a Republican, have included a small number of educators in the planning of the proposed organization, Mr. West said. These include Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University who worked closely with Governor Alexander on the development of Tennessee's highly publicized education-reform plan.

"The idea is to build and hold national public support for quality education," said Bill Honig, superintendent of public instruction in California. "The question is, 'How do you get the citizenry involved in an organized way to push for reform?' They would be trying to get a large group of members signed up and lobbying state legislators and school-board members [nationwide]. It would be a coalition of concerned citizens, a force for quality education."

Mr. Honig, who said he has been asked by

Continued on Page 12

Educators Warned States Will Act if They Do Not

Opinions Clash at Conference To Define History Curriculum

By Lynn Olson

BERKELEY, CALIF.—If educators fail to define a core curriculum in history, state governments will do it for them, Michael W. Kirst, a professor of education at Stanford University, warned a group of 650 historians, administrators, and social-studies teachers at a meeting here recently.

The conference, "History in the Public Schools: What Shall We Teach?" was sponsored by Berkeley's Graduate School of Education and the California Department of Education as the opening event of the Clie

Project, a joint program designed by the university and the state department to help revitalize history teaching in California's public schools.

But the heated exchanges that characterized the three-day event suggested that the proposed renewal may be difficult; there was little agreement on what history should be taught at the high-school level, or in what form.

California's Draft Standards

Mr. Kirst's warning was particularly appropos for the predominantly Californian

group, many of whom attended the meeting to react to a preliminary draft of new state curriculum standards in history and to present their views on what should be in the history program. (See text of draft curriculum with continuation of this story.)

The new standards were mandated by the Hughes-Hart Educational Reform Act of 1983, which requires the state board of education to approve by January 1985 a set of curriculum standards for seven subject areas taught in grades 9 through 12. History/social studies is one of them.

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Responding to The Supreme Court

Senator Howard H. Baker Jr. of Tennessee plans to bring to the Senate floor a controversial bill that is designed to nullify the Supreme Court's narrow interpretation of Title IX. **Story on Page 5.**

Commenting on the Platform

Secretary of Education Terrel H. Bell discusses the contents of the education plank adopted last month by the Republican Party and comments on his own plans for the future. **Story on Page 6.**

Cracking Down on Child Abuse

Following reports of alleged child abuse at two Miami day-care centers, Florida's governor has ordered the state health department to close unlicensed centers and expand services. **Story on Page 7.**

Resignation in Raleigh

The superintendent of the Wake County, N.C., public schools has resigned following charges by the state that he was one of nine administrators who misspent Chapter 1 funds. **Story on Page 7.**

Vocational-Education Issues

An analysis by the National Center for Education Statistics verifies popular ideas about enrollments and student characteristics in vocational-education programs. **Story on Page 8.**

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THE WEEK

FEDERAL

District Charged With Bias Against Pregnant Teachers

The Justice Department filed suit against Cook County, Ill., school officials last week, charging that they have discriminated against current and former teachers by denying them full use of their sick leave for pregnancy-related disabilities.

The department, in papers filed with the U. S. District Court for the Northern District of Illinois, simultaneously proposed a consent decree which, if approved by the court and school officials, would resolve the lawsuit.

The lawsuit alleges that the school district violated the Pregnancy Discrimination Act of 1978 by denying teachers disabled by pregnancy between 1979 and 1983 the same paid sick-leave benefits provided to teachers disabled for other reasons.

Under the proposed settlement, the district would agree to pay \$15,314 in back pay to 11 current or former teachers. It also includes a provision allowing anyone not bene-

fitting from the settlement to submit proof to the court that she was denied the use of her accumulated paid sick leave under the alleged discriminatory policy.

The Justice Department noted that the legal action represented the eighth case brought to enforce the provisions of the Pregnancy Discrimination Act since the Reagan Administration took office.

Chapter 2 Benefits Private Schools, New Study Finds

Nonpublic schools have benefited substantially in recent years from the federal Chapter 2 block-grant program, according to the National Committee for Citizens in Education, a public-education advocacy group that maintains an information clearinghouse on the three-year-old Chapter 2 program.

Since 1981, private schools' annual share of Chapter 2 funding has been about \$40 million annually, the N.C.C.E. estimates on the basis of data from the Council of Great City Schools, the American Association of School Administrators, and "our own careful reading" of provisions in the Chapter 2 law, according to Anne Henderson, an associate at the N.C.C.E..

Ms. Henderson said there are no hard data on how much Chapter 2 aid private schools actually receive because most states do not require districts to report the breakdown of the Chapter 2 spending between public and nonpublic schools.

The year before the Congress adopted the block-grants program, private schools' share of funding for programs now under Chapter 2 was about \$16 million, the N.C.C.E. estimates.

Of the 28 programs consolidated in 1981 under Chapter 2, only Title IV(b) of the Elementary and Secondary Education Act allowed aid to private schools.

In the block-grants law, however, permissible aid to private schools was extended to include all of the programs under Chapter 2.

In fiscal 1981, \$161 million was appropriated for Title IV(b). Since then, the annual block-grant appropriations have been \$450 million to \$500 million. And for fiscal 1985, the House of Representatives approved \$679 million for Chapter 2.

The General Accounting Office, the nonpartisan investigative arm of the Congress, also is completing a study of the Chapter 2 program. Among other things, the draft version of the report says that local school officials prefer the Chapter 2 program to the programs that preceded it, a G.A.O. official said.

NATIONAL

A.F.T. Officials Inform Members Of Asbestos Hazard

The American Federation of Teachers is encouraging its membership to put pressure on local authorities to remove asbestos from schools because, A.F.T. officials say, the federal government is not acting quickly enough to reduce the hazard.

At its annual convention in Washington, D.C., late last month, the union provided its members with a

document called "Asbestos: A Time Bomb in Our Schools." The report outlines the scope of the problem and tells teachers what to do if they think their school contains asbestos. A.F.T. officials estimate that more than 648,000 school employees run the risk of being exposed to the substance.

"No effective federal program exists to protect children and teachers from asbestos and none of the current Congressional initiatives has proposed dollar figures anywhere near what is estimated to be a \$1.4-billion cost for cleanup of U.S. schools," said Albert Shanker, president of the A.F.T.

"Local school boards are often forced to sidestep or delay handling the asbestos problem because of the extremely high cleanup costs, or,

worse yet, they hire unqualified contractors whose unprofessional removal techniques exacerbate the asbestos hazard," he said.

The union is setting up an asbestos task force to provide A.F.T. locals with resources, technical information, and suggestions for dealing with asbestos. Convention delegates adopted a policy resolution asking their leadership to: conduct a public-education campaign regarding the dangers of asbestos, establish a clearinghouse for locals to share information on asbestos projects, keep locals and state federations informed of changes in federal regulations regarding asbestos inspection and notification requirements, and work with other interested groups to remove or contain asbestos in schools.

STATES

Vermont Board Adopts Stricter Standards for Pupils

The Vermont State Board of Education has approved new graduation requirements and educational standards for the state's 100,000 public-school students.

The reform package represents the first time the state has established comprehensive standards for

both elementary and secondary schools and specified course requirements for graduation.

The new requirements, which have been endorsed by the legislature's joint committee on administrative rules, will go into effect in 32 schools this fall. The remainder of the state's 385 public schools will be expected to plan for implementation of the new standards by 1989 at the latest, although the department will reassess the reform program in the spring of 1986.

According to Joyce Wolkomir, director of public affairs for the department, the new requirements are the result of a two-year departmental study of Vermont's educational needs.

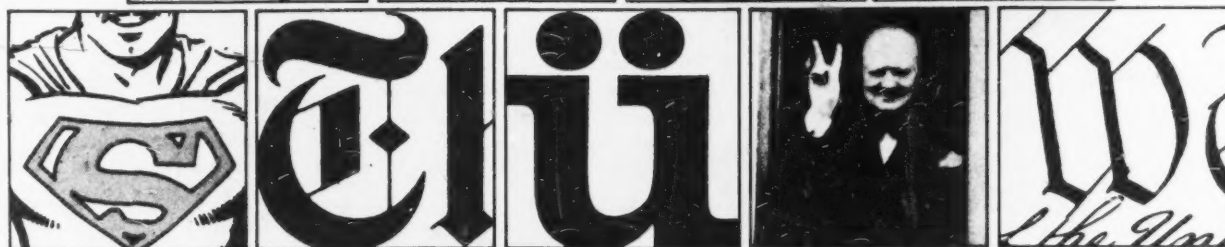
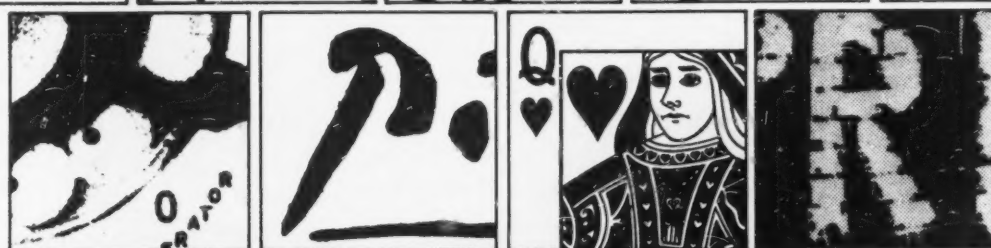
The reform package includes:

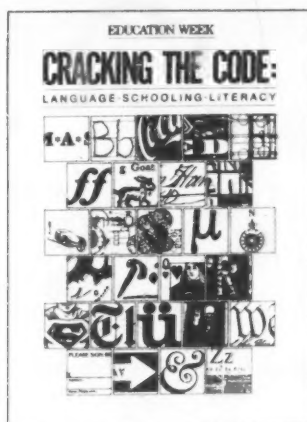
- Graduation requirements of four years of English, three years each of math, science, and social studies, one year of the arts, and one and a half years of physical education. Previously, students were expected to complete 16 one-year courses in unspecified subjects, meet locally established requirements, and master six competencies defined by the state as "the minimum skills necessary for further learning and social functioning" in the areas of reading, writing, speaking, listening, mathematics, and reasoning. Students will now be expected to master them by the end of the 8th grade.
- A requirement that schools per-

EDUCATION WEEK

CRACKING THE CODE:

LANGUAGE · SCHOOLING · LITERACY





Cover: Beth Schlenoff

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INTRODUCTION

The current education-reform movement has brought into sharper focus a widespread but amorphous public concern about the quality of education. The recent series of reports on schooling, bearing the imprimatur of leaders from all walks of life, corroborated and gave definition to the reasons for that concern. And thus fueled, the debate about how to improve schools moved into legislative chambers and board rooms, town halls and television studios.

In an effort to contribute to that debate, *Education Week* last summer published "Mathematics and Science Education: Problems and Prospects"—a 64-page special report designed to provide detailed information on the state of science and mathematics education nationwide and to serve as a resource for educators, public officials, and others seeking an answer to the question: Where do we go from here?

In the pages that follow, *Education Week* looks at the other side of the coin, at language literacy and the skills of reading,

writing, thinking, and comprehending. This special report does not examine the problem of adult illiteracy but concentrates instead on schooling, the process through which the code of language is, or should be, cracked for most Americans.

In many states and local school districts, educators and policymakers are beginning to address the issue of literacy—directly and indirectly—as they deal with standards, mandates, core curricula, testing, the use of school time, teacher quality, and the quality of instructional materials.

In considering these and other subjects, this special report's objective is to help illuminate some of the more difficult questions about schooling, language, and literacy raised by the reform movement. To provide perspective and a range of opinion, eight knowledgeable educators were invited to participate in a day-long roundtable discussion. Their voices, in the Viewpoints sections, provide a running commentary on the various topics covered in the report.

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